



STAFF REPORT – CP-7-19

Comprehensive Plan Amendment

OVERVIEW

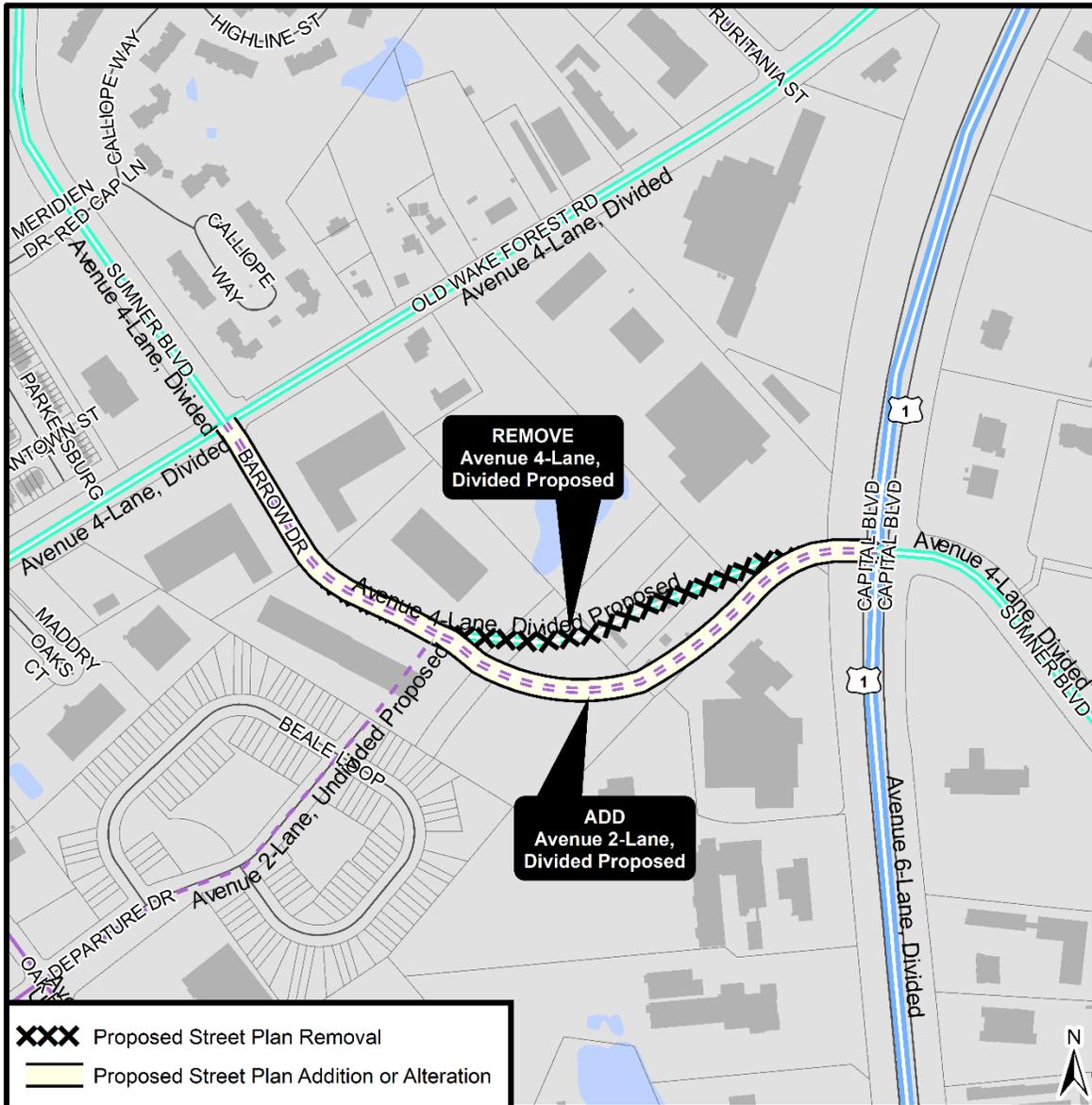
The proposed Comprehensive Plan amendment is a request to amend Map T-1 Street Plan to realign a proposed segment of Sumner Boulevard extending west from Capital Boulevard for approximately 1,200 feet. The request is also to designate the proposed segment of Sumner Boulevard between Capital Boulevard and Old Wake forest Road as an Avenue 2-Lane, Divided. This segment is currently designated for an Avenue 4-Lane, Divided.

The currently proposed segment passes westward through the Johnson Lexus car dealership property, turns slightly to the southwest through four undeveloped parcels, and then turns almost due west to meet Barrow Drive on the east side of Old Wake Forest Road. On the west side of Old Wake Forest Road opposite Barrow Drive, Sumner Boulevard continues north before terminating near I-540. The constructed segments of Sumner Boulevard to the west of Old Wake Forest Road and to the east of Capital Boulevard are built as Avenue 4-Lane, Divided.

The proposed amendment would call for the segment to turn farther to the south than it does currently and then turn to the north northwest as it approaches Barrow Drive. The realignment would cause Sumner Boulevard to initially curve more tightly, which would enable it to meet the Barrow Drive right-of-way in more of a straight line rather than the slight angle that is proposed currently. This smaller curve radius is enabled by the change in designation from 4-Lane to 2-Lane. The larger radius curve that is currently proposed is intended to meet the design criteria of a higher capacity road with a higher design speed.

Two of the undeveloped parcels through which the subject segment passes were the subject of a general use rezoning case Z-11-2017. The rezoning request was to change the zoning district on the two properties from R-6 to IX-7. The City Council approved the request on March 6, 2018. The portion of Capital Boulevard between I-440 and I-540 is the subject of an ongoing corridor study called Capital Boulevard North. Traffic analysis conducted for the study to date does not raise significant concerns about the impact of the proposed amendment on future traffic operations.

Proposal to Amend the Street Plan



Map T-1: Street Plan Changes

- Realign and change designation of Barrow Dr / Sumner Blvd Connector from Avenue 4-Lane, Divided Proposed to Avenue 2-Lane, Divided Proposed

CONSIDERATIONS FOR THE PLANNING AND DEVELOPMENT OFFICER’S REVIEW AND RECOMMENDATION:

The following list of considerations for the Planning and Development Officer’s review and recommendations regarding a proposed Comprehensive Plan amendment are not all-inclusive. Review and recommendations of proposed Comprehensive Plan amendments may consider whether:

1. The proposed amendment corrects an error or meets the challenge of some changing condition, trend or fact;

Other segments of Sumner Boulevard have been constructed in the past according to the existing Street Plan designation of Avenue 4-Lane, Divided. This designation was originally determined with considerations that rail transit would be implemented along Atlantic Avenue. Station locations for this transit service were envisioned at Spring Forest Road and Triangle Town Center. Rail transit is no longer planned for this area.

The existing 4-lane designation was also derived from the land use policies in the surrounding area that were designed to support the rail transit. The area around the proposed amendment is designated for Regional Mixed Use, Commercial Mixed Use, and High Density Residential on the Future Land Use Map. The built density of these areas is significantly lower than the densities recommended by these land use designations.

The development patterns provided by the market in the area around the request are not likely to produce the level of vehicle trips that would require an Avenue 4-Lane, Divided. The most recent Triangle Regional Model forecasts slightly less than 15,000 vehicle trips per day on the subject segment of Sumner Boulevard in the year 2045 (See Attachment A).

Table T-1 of the 2030 Comprehensive Plan recommends four-lane streets when trip volumes are in the range of 15,000-35,000 vehicles per day. For streets with daily volumes of 8,000 to 20,000 trips, Table T-1 suggests a street with “at least one lane in each direction, with medians or a center turn lane”. The Avenue 2-Lane, Divided fits this description. An Avenue 3-Lane, Parallel Parking would also be appropriate for the forecasted trip volume. The

2. The proposed amendment is in response to changes in state law;

N/A

3. The proposed amendment constitutes a substantial benefit to the City as a whole and is not solely for the good or benefit of a particular landowner or owners at a particular point in time;

The request would produce a benefit for Johnson Lexus, which owns three of the parcels through which the subject segment passes. Approval of the amendment would reduce the area of right-of-way dedication that would be required if these parcels are developed.

For Major Streets such as the currently proposed Avenue 4-Lane, Divided, the City will reimburse a private developer for some of the construction cost of the street. The rationale for the reimbursement is that a street of this size is meant to serve the travel demand of the larger network, not just the trips generated by the development that triggers its construction.

The City would have a lower reimbursement cost for an Avenue 2-Lane, Divided. Long term maintenance costs of a smaller street are also lower. Consequently, the amendment would be beneficial to the City by lowering initial and ongoing costs to implement the Street Plan recommendation without a foreseeable loss in level of service.

The request may also have benefits for the City as a whole if it enables development that would otherwise be smaller in scale or a lower intensity use. Denser or higher intensity uses that may be enabled by the proposal could lead to greater employment opportunities, services, or shopping destinations that can benefit city residents.

4. The proposed amendment is consistent with other identified Plan policies and adopted area plans;

The proposed amendment is **consistent** with the following relevant Comprehensive Plan policies:

Policy LU 4.1 Coordinate Transportation Investments with Land Use

The proposed reduction in size of the Sumner Boulevard cross section reflects a more recent understanding of the land use potential and travel forecast in the nearby area. Anticipated land uses and trip volumes in the area are likely to be adequately served by the proposed Avenue 2-Lane, Divided.

Policy LU 8.11 Development of Vacant Sites

The undeveloped parcels that surround the amendment may be more likely to develop if the amendment is approved. The proposed re-designation to a smaller street section would reduce the amount of right-of-way dedication required for the proposed segment as part of a development plan. The realignment of the proposed segment would render the contiguous developable area of some of the adjacent parcels larger and more rectangular.

The currently proposed alignment would divide the tract containing the three Johnson Lexus parcels in half diagonally, leaving two triangular tracts. The realignment would allow for a single, rectangular tract to be developed from the three parcels. The parcel to the southwest, owned by Kenneth D. Kennedy, Jr., may perceive the opposite impact, as the proposed alignment would move the new street farther toward the center of this parcel. This would split the parcel into two, smaller, triangular tracts rather than one large, more rectangular tract with a small remnant parcel.

The proposed amendment is **inconsistent** with the following relevant Comprehensive Plan policies:

No policies identified.

5. The impact the proposed amendment has with regard to:

A. Established property or proposed development in the vicinity of the proposed amendment;

The amendment most significantly impacts four privately-owned properties located between Johnson Lexus and Barrow Drive. The request would reduce and reconfigure street construction requirements currently proposed on the Street Plan Map. The existing alignment and Street Type designation would consume more area of the subject parcels than the designation proposed by the amendment. The alignment currently shown on the

Street Plan Map would divide three of the parcels (those owned by Johnson Lexus) into two trapezoid-shaped tracts whereas the alignment proposed by the amendment would allow the majority of this area to remain in a single, more rectangular tract. This may be beneficial to the development potential of these parcels.

The fourth subject parcel is crossed by the proposed extension of Sumner Boulevard in its northwest corner. The amendment requests that Sumner Boulevard pass through the property farther south and with a smaller radius curve. The geometry proposed by the amendment would pass deeper into the parcel as compared to the currently proposed alignment, which would cross the corner of the parcel. This division of the parcel may be detrimental to the development of this property because a significant portion of the parcel would be north of the new Sumner Boulevard right-of-way and more irregularly shaped than the current parcel.

B. Existing or future land use patterns;

The parcels adjacent to the proposal are currently undeveloped, so there is no impact on existing land use patterns. The request may allow for larger-scale development on three of the adjacent parcels by reducing the fracturing effect of the proposed street segment on some parts of this land.

C. Existing or planned public services and facilities;

No impacts identified.

D. Existing or planned roadways;

The constructed segments of Sumner Boulevard have a higher capacity cross-section than the section proposed by the amendment. Based on traffic forecasts from the Triangle Regional Model, this discrepancy is not anticipated to cause an inadequate level of service. The two-lane section is anticipated to be sufficient to handle current and future traffic volumes. The transition from four lanes to two may cause some congestion due to the need for vehicles to merge.

E. The natural environment, including air, water, noise, stormwater management, wildlife and vegetation;

No impacts identified.

F. Other policies of the Comprehensive Plan.

No other relevant policies were identified.

STAFF FINDING:

The request is consistent overall with identified Comprehensive Plan policies.

STAFF COORDINATOR:

John Anagnost, john.anagnost@raleighnc.gov, 919-996-2638

Comprehensive Plan Amendment Petition



Department of City Planning | 1 Exchange Plaza, Suite 300 | Raleigh, NC 27601 | 919-996-2626

A request to amend the 2030 Comprehensive Plan text, maps or content.

Applicant Information

Name Tom Worth, on behalf of David Johnson, Silver Moon LLC, Lumley LLC (Property Owners)

Address 127 W. Hargett Street, Suite 500

City Raleigh

State NC

Zip 27601

Phone 919-831-1125

Fax # 919-831-1205

Email curmedgtcw@earthlink.net

Requested Amendment

Future Land Use Map
(Cite all affected parcels below)

Plan Text (Cite relevant section/page below)

Area Plan Map/Text (Cite all affected parcels and relevant section/page below)

Other Map
(Specify name/map number)

Brief Description of Amendment:

The applicant is requesting an amendment to Map T-1, Street Plan, in the Transportation Section of the City of Raleigh 2030 Comprehensive Plan. The applicant is requesting an amendment to the alignment of the proposed 4-lane divided avenue, namely Sumner Blvd extension west of Capital Blvd. from the alignment shown in the Comprehensive Plan. The applicant is also requesting that the proposed street typology be amended from an Avenue/4-Lane/Divided to Avenue/2-Lane/Divided. The requested changes to alignment and street type will allow for needed flexibility in future roadway design, and reflects anticipated traffic volume. The requested alignment also complies with the 375' radius required by the Avenue/2-Lane/Divided typology.

This petition reflects recently discovered information on the properties located south of the applicant's property (Departure Drive). The requested amendment addresses the Coordination of Land Use and Transportation theme of the Comprehensive Plan by amending the road alignment and typology in response to recent development in the area, remain sensitive to existing properties, and while still improving connectivity in the area.

The undersigned applicant(s) hereby certifies that, to the best of his or her knowledge and belief, all information supplied with this application is true and accurate.

Signature David Johnson, Silver Moon LLC and Lumley LLC Date May 24, 2020
 Signature for Thomas E. Wood, Attorney Date _____

Office Use Only

File # CP- _____ Fee Paid _____ Check # _____ Received By _____

Directions for Filing a Comprehensive Plan Amendment Petition

1 Filing a Petition: A petition must be clearly and accurately written or typed. Petitions may be filed in person at One Exchange Plaza or by mail: Planning & Development PO Box 590, Raleigh, NC 27602. Petitions to amend the Comprehensive plan must be approved by the City Council, upon a recommendation by the Planning Commission. Submittal of a Comprehensive plan amendment must be in accordance with the filing schedule (coming soon).

2 Fee: A fee as specified on the [Development Fee Schedule](#) must be submitted with this petition. Fees are due at the time of petition submittal, and are non-refundable.

Information That Must be Submitted with Petition

A Description of requested amendment to the Comprehensive Plan

Clearly explain the amendment to the Comprehensive Plan. If the request is to alter the Plan text, cite the section, page number and policy or action short title. Suggested text amendments should be submitted in 'blackline' or 'strikeout' format (text recommended to be removed should be strikethrough, added text should be bold). If the request is to alter the future land use map, list all affected parcels (by PIN or address), area of request, the current designation and recommended designation. Suggested amendments to any map should be described and illustrated. List any applicable area plans that provide detailed guidance for the property, with any suggested amendments. The Comprehensive Plan can be found online at www.raleighnc.gov/cp

B Conditions that warrant the plan amendment

Describe the conditions that warrant the plan amendment such as unforeseen circumstances or the emergence of new information, unanticipated changes in development patterns, rezoning, transportation improvements, economic opportunities, etc.

C Relevance of the amendment to the Plan's six vision themes

(1. Economic Prosperity and Equity 2. Expanding Housing Choices 3. Managing Our Growth 4. Coordinating Land Use and Transportation 5. Greenprint Raleigh 6. Growing Successful Neighborhoods and Communities)

Explain how the amendment addresses the six guiding themes of the Comprehensive Plan.

D How the amendment advances public health, safety and general welfare

Explain how the amendment advances and protects the general health, safety and welfare of the citizens.

Comprehensive Plan Amendment Checklist

Please check off each space or "N/A" for not applicable. Submit all required documentation to the Planning Department.

Checklist	Completed	N/A
Had pre-application meeting with Planning staff to discuss proposal	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Completed and signed petition	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Attached map clearly showing boundaries of area and requested Comprehensive Plan Amendment	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Attached written statement that addresses subsections A, B, C and D	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Applicable fee (make check or money order payable to: City of Raleigh)	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Additional information as required (traffic study, etc.)	<input type="checkbox"/>	<input checked="" type="checkbox"/>

May 24, 2019

Mr. Jason Hardin, Long Range Planning
City Planning Department
City of Raleigh
P. O. Box 590
Raleigh, North Carolina 27602

**RE: Sumner Boulevard between Capital Blvd and Old Wake Forest Road
Supplement To Comprehensive Plan Amendment Petition**

Jason:

In addition to the standard application form, we have provided the following information for your review of the petition:

A. Description of requested amendment to the Comprehensive Plan:

The applicant is requesting to change the road typology and make a minor adjustment in the alignment for Sumner Boulevard between Capital Boulevard and Old Wake Forest Road. The current typology is “Avenue/4-Lane/Divided” and the proposed typology is “Avenue/2-Lane/Divided”. The request reflects recently updated future traffic volume projections for this area of Raleigh, and also addresses horizontal and vertical design criteria for the future road.

B. Conditions that warrant the plan amendment:

1. Recently discovered information regarding undeveloped right-of-way located on the property to the south of future Sumner Boulevard.
2. Updated projections for traffic volume in this area of Raleigh.

C. Relevance of the amendment to the Plan’s six vision themes:

1. **Economic Prosperity and Equity:** The extension/completion of Sumner Boulevard between Old Wake Forest Road and Capital Boulevard will provide access to parcels that currently do not have access to a public right-of-way. The street extension will allow these properties to better realize their highest and best use.

2. **Expanding Housing Choices:** The properties in the area adjacent to future Sumner Boulevard are likely not to develop as residential land use.
3. **Managing Our Growth:** The extension of Sumner Boulevard will help to disperse traffic, and make the surrounding properties more likely to realize their potential. The city currently maintains significant infrastructure near these properties, and the its full potential is not realized.
4. **Coordinating Land Use and Transportation:** The requested amendment addresses the Coordination of Land Use and Transportation theme of the Comprehensive Plan by amending the road alignment and typology in response to recent development in the area, remain sensitive to existing properties, and while still improving connectivity in the area.
5. **Greenprint Raleigh:** The extension of Sumner Boulevard will open up land that is currently inaccessible, but already served by nearby city infrastructure. This land can be developed in lieu of property further from the core of Raleigh with less infrastructure.
6. **Growing Successful Neighborhoods and Communities:** Not Applicable.

D. How the amendment advances public health, safety and welfare of citizens:

The change to Street Typology will more readily allow the completion of Sumner Boulevard. The benefits include a potential boost to tax revenue and improvement to pedestrian and vehicular connectivity

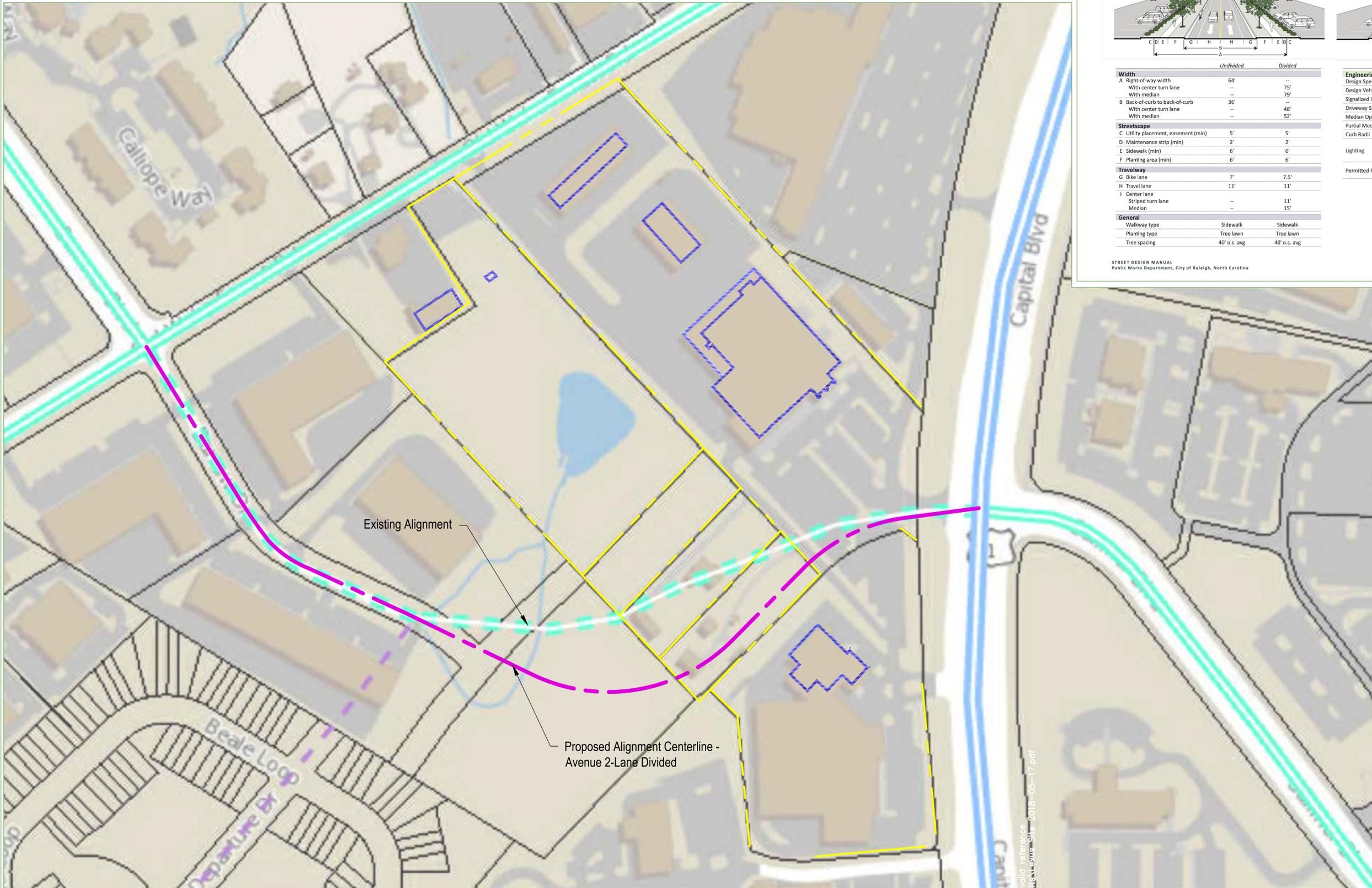
Please contact me if you have any questions, or if we can provide any additional information to you for your review.

Sincerely,
WithersRavenel



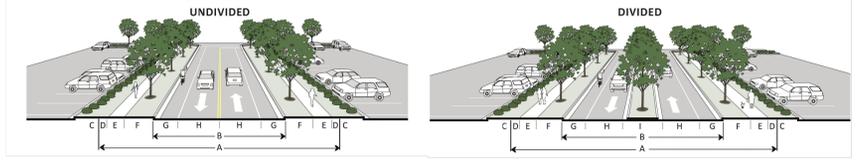
David F. Brown, PLA, LEED PA

Cc: Tom Worth, Loftie Smith, Drew Crumpton



4.3.1. Avenue 2-Lane, Undivided or Divided

This typology is intended primarily for use in situations on roads directly adjacent to the Streetscape. The existing context may include any land use, but is often characterized by architecture such as strip malls, internally oriented subdivisions serving > 350 dwelling units with a middle turn lane, or detached development with large setbacks. In recognition of the fact that this type of facility often plays a significant role in local multimodal mobility, the cross-section provides distinct general travel and bicycle lanes. Sidewalks are required on both sides of the street.



	Undivided	Divided
Width		
A Right-of-way width	64'	75'
With center turn lane	--	79'
With median	--	79'
B Back-of-curb to back-of-curb	36'	--
With center turn lane	--	48'
With median	--	52'
Streetscape		
C Utility placement, easement (min)	5'	5'
D Maintenance strip (min)	2'	2'
E Sidewalk (min)	6'	6'
F Planting area (min)	6'	6'
Travelway		
G Bike lane	7'	7.5'
H Travel lane	11'	11'
I Center lane	--	--
Striped turn lane	--	11'
Median	--	15'
General		
Walkway type	Sidewalk	Sidewalk
Planting type	Tree lawn	Tree lawn
Tree spacing	40' o.c. avg	40' o.c. avg

Engineering Specifications	
Design Speed (mph)	30 mph (Undivided) 35 mph (Divided)
Design Vehicle	WB-40
Signalized Intersection Density	As warranted
Driveway Spacing	> 100' apart
Median Opening Distance	> 200' apart
Partial Medians/Island	No
Curb Radii	15'
Lighting	Required on all public streets for new development, pedestrian scale optional and responsibility of developer
Permitted Furniture	Bicycle racks, benches, parking meters, shelters

STREET DESIGN MANUAL
Public Works Department, City of Raleigh, North Carolina

